

# Suffolk



# **Annual Report**

# Introduction

### Welcome to the annual report for Suffolk MAPPA 2023-2024

There has been much publicity and understandably public interest in the various changes to prison releases in England and Wales. These changes have affected those being released into the Suffolk community. Suffolk MAPPA would like to share with the community information around these changes along with the multi-agency responses and oversight that is in place to protect the public.

### Assistant Chief Constable Eamonn Bridger Suffolk Constabulary, Strategic Management Board Chair:

The MAPPA partnership in Suffolk remains strong despite significant new challenges that have presented themselves through HM Government policy changes and the ongoing desire for continuous improvement across the local system. There has been a need to work at pace to prepare the county for different ways of working and to try and maximise public safety whilst maintaining effective partnership working. Leaders have reacted positively to those challenges and worked together to good effect to ensure that operational teams have remained effective in their shared public protection activities. The strategic board has continued to develop its membership and has made good progress against the published workplans. Whilst there is much more that we would like to achieve locally I am reassured by the commitment of all partners and have been consistently impressed by the operational work delivered by all involved in the Suffolk MAPPA arrangements. It is important to recognise the excellent work of all involved in this area of public sector activity and as highlighted in this report. We collectively look forward to making further progress in the areas we have prioritised for the year ahead and remain optimistic around the next period that I am confident will see multi agency working in this area continue to flourish.

### David Daddow, Governor, HMP Hollesley Bay:

The prison service has been experiencing capacity pressures since early 2023, with the prisons operating at 99% capacity. As this pressure became more acute in 2024 several interventions were developed to enable early release. This included ECSL (End of Custody Supervised Licence) which released low risk cohorts of prisoners 18, 35 and 70 days early. This was followed by a review of HDC (Home Detention Curfew) which led to early release on 'electronic tag,' six months before their scheduled release date. These initiatives gave the service breathing space in the early part of 2024, leading to the release of approximately 10,000 prisoners.

On Friday, the 12th July 2024 the new lord chancellor Shabana Mahmood set out how HMPPS would address prison crowding. A temporary change to sentence calculation was developed that reduced time served in custody from 50% to 40% of the sentence for certain lower risk cohorts. This was called SDS40. Offences such as sex offences, serious violent offences, stalking, and harassment were excluded and ineligible for early release.

The process of identifying release dates and eligible prisoners was complex as it needed to be completed manually. The impact of administering these changes was that 38,000 prisoners needed to have their sentences manually recalculated throughout the prison service. Prisons quickly mobilised to complete this work within a very short timescale. This was essential as probation and prison resettlement services needed time to secure accommodation prior to release. SDS40 identified two tranches for release. Tranche one was for eligible prisoners who were serving a sentence of less than five years. The sentence recalculations identified 2100 eligible prisoners who were released on the 10th September 2024. Tranche two consisted of all eligible prisoners serving determinate sentences of over five years.

This along with HDC discharges accounted for approximately 1500 further prisoners who would be released over three days between the 22-24th October 2024. Tranche one and two enabled the release of prisoners whose release date came before the set release dates. Consequently, it led to bulk releases. SDS40 in combination with HDC eligibility will continue to generate early release beyond October however, these releases will be more gradual as their earlier release dates are post these tranche dates.

The early release schemes were essential for the criminal justice system, as the prison service predicted that all available operational capacity would be full within eight weeks. Running out of prison capacity was untenable, as the consequence would impact on the ability of courts to and sentence offenders. This could lead to a deterioration of law and order and quickly add to the current court hearing backlog.

The entire process has been managed under a HMPPS gold command structure led by Headquarters. This structure ensured communications between prisons, partner agencies, stakeholders, staff, and prisoners were consistent. The partnership approach has been effective despite the incredibly challenging task of agreeing licence conditions and securing suitable accommodation prison to release.

The outcome has been that the prison system has maintained sufficient capacity to serve

the courts. Capacity headroom reduced to 84 spaces in early September which demonstrates the urgency of these interventions. On completion of tranche two SDS40 it is estimated that the prison system will have increased available capacity to approximately 3000 spaces.

#### Henry Griffiths, Head of Suffolk Probation:

During 2023-2024 the Probation Service has continued to see significant challenges, changes and evolution all of which have continued to stress the service. This, as articulated elsewhere focused more on the issues of Prison Capacity where through schemes like ECSL, SDS40 and Probation Re-set we have attempted to manage a critical situation. This has produced some positive work and opportunities and particular through SDS40 we have seen some excellent additional co-working of cases with Police and other agencies to ensure the best possible release plans in place. In Suffolk Probation we have designated resource to pre-release planning and liaison and the lessons learned from this process will now support us in widening out this model in Suffolk to accompany all prison releases. There has been work done on a local, regional and national level to understand the impact of SDS40 in terms of re-offending, recalls and other measures as well as pulling together all the different functions of Probation to ensure good plans were in place. Suffolk has seen relatively small numbers of releases through SDS40, but the

pressure on prisons and probation to administer this nationally has been significant. There remains pressure in terms of sourcing appropriate accommodation for prison releases and our Approved Premises remain at the limit of their capacity. We continue to seek opportunities with partners to look at solutions and improvement to joint working.

Suffolk Probation has also had in the last year a full HMIP Report, which highlighted the need for improvement in our practice but acknowledged there is improvement and we are on the right path to where we want to be. Our resourcing picture continues to slowly improve, and our overall delivery therefore will continue to strengthen, with our work in the MAPPA space being key to this. We have continued to deliver training to improve practice around risk management, enforcement and our use of interventions such as EMS.

#### DS Paul O'Neill, Domestic Abuse Team:

"The prison release process for SDS40 cases has identified a good working practice where lead professionals are involved in the safety planning and assessment of risk through multiagency review meetings which have been chaired by the intel Detective Inspector.

I have found that this is a positive move and allows for streaming and smoother information sharing when probation and police have been able to discuss live cases rather than relying on email exchange. It is my assessment that this provided a high quality of service to both agencies and the victims.

In all cases that my team are involved where there are children involved information is exchanged with our CYP colleagues in order that wider partners are aware of any risk to the family unit."

# Dan Wilson, Deputy Head of Suffolk Youth Justice Service:

YJS work very closely with MAPPA, both in the formal MAPPA arena and informal discussions. The informal space has been particularly useful for practitioners new into YJS, in considerations around public protection, risk management planning and multi-agency working, which is supporting development across the service. There have also been drop-in sessions arranged by the MAPPA coordinator with the PPU, which again is supporting practitioners' knowledge and understanding around category 1. The responses from the MAPPA co-ordinator are swift, epitomised by the recent SDS40 release. An emergency panel was arranged, release plans, involving multi agency were quickly developed and put in place, and the child is now being effectively managed in the community.

# What is MAPPA?

## MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by individuals who have committed the most serious sexual, violent and terrorist offences (MAPPA-eligible individuals) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.

They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.

A number of other agencies are under a Duty to Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Services, Youth Offending Teams, Department for Work and Pensions and Local Housing and Education Authorities.

Local Strategic Management Boards (SMB) comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA within their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA SMB.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA-eligible individuals act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community (where they must reside and have strong links).

### How MAPPA works

MAPPA-eligible individuals are identified and information about them is shared between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require more senior oversight and structured multiagency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 4 categories of MAPPA-eligible individual:

- **Category 1** –subject to sex offender notification requirements;
- Category 2 mainly those convicted of violent offences and sentenced to 12 months or more imprisonment or a hospital order;
- **Category 3** individuals who do not qualify under Categories 1, 2 or 4 but whose offences pose a risk of serious harm.
- **Category 4** terrorism convicted and terrorism risk individuals

Data on Category 4 individuals is not included in this report due to data protection issues related to low numbers. This data will be aggregated and published nationally.

There are three levels of management to ensure that resources are focused where they are most needed; generally those presenting the higher risks of serious harm.

- Level 1 is where the individual is managed by the lead agency with information exchange and multiagency support as required but without formal MAPPA meetings;
- Level 2 is where formal MAPPA meetings are required to manage the individual.

• Level 3 is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of individuals who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enables the safe transfer of key information when high risk individuals move between areas, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system, improving the quality and timeliness of risk assessments and interventions to prevent offending.

All MAPPA reports from England and Wales are published online at: <u>www.gov.uk</u>

# **MAPPA Statistics**

#### MAPPA-eligible individuals on 31 March 2024

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	993	182	-	1175
Level 2	0	1	11	12
Level 3	1	0	1	2
Total	994	183	12	1189

#### MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	8	21	37	66
Level 3	1	2	7	10
Total	9	23	44	76

Category 1 cautioned or convicted for breach of notification requirements	79
	1

Category 1 who have had their life time notification revoked on application 6

#### **Restrictive orders for Category 1 offenders**

Sexual Harm Prevention Order (SHPO)	110
SHPO with foreign travel restriction	0
Notification Order	0

Number of individuals who became subject to sex offender notification	1
requirements following a breach(es) of a Sexual Risk Order (SRO)	

#### Level 2 and 3 individuals returned to custody

Returned custody for breach of licence	Category 1: Subject to notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	0	6	8	14

Level 3	0	0	4	4
Total	0	6	12	18

Breach of SHPO	
Level 2	0
Level 3	0
Total	0

## Total number of individuals subject to sex offender notification requirements per 100,000 population

This figure has been calculated using the mid-2022 estimated resident population, published by the Office for National Statistics (ONS) on 21 December 2022, excluding those aged less than ten years of age.

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Consistent with previous publications, this figure should be based on mid-2023 estimated resident population; however, the ONS has changed its publication schedule such that the mid-2023 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid-2023 estimates.

# Explanation commentary on statistical tables

### MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2024 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2023 to 31 March 2024.

(a) MAPPA-eligible individuals – there are individuals defined in law as eligible for MAPPA management because they have committed specified sexual, violent or terrorist offences or they currently pose a risk of serious harm. The majority are managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible individuals living in the community. They do not include those in prison or detained under the Mental Health Act.

(b) Subject to Sex Offender Notification Requirements – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the "notification requirement.") These individuals are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. Failure to comply with the notification requirement is a criminal offence that carries a maximum penalty of 5 years' imprisonment.

(c) Violent Offenders – individuals convicted of violent offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order and a small number of individuals convicted of sexual offences who are not subject to notification requirements. These individuals are assessed and managed by the Probation Service, Youth Offending Team or Mental Health Services.

#### (d) Other Dangerous Offenders -

individuals who do not qualify under the other MAPPA-eligible categories, but have committed an offence that indicates that they pose a risk of serious harm which requires management via MAPPA meetings. These individuals are assessed and managed by whichever agency has the primary responsibility for them.

#### (e) Terrorism and Terrorism Risk

**Offenders** – individuals subject to terrorism offender notification requirements; individuals convicted of terrorism or terrorism related offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order; and those who have committed an offence and may be at risk of involvement in terrorismrelated activity. These individuals are assessed and managed by Counter-Terrorism Police and the National Security Division of the Probation Service.

(f) Breach of Licence – individuals released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If the individual does not comply with these conditions, the Probation Service will take breach action and the individual may be recalled to prison.

(g) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders are intended to protect the public from individuals convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions and/or positive obligations on their behaviour. They require the individual to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied on the balance of probability that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the individual. In the case of an order made on a free standing application by a Chief Officer, the National Crime Agency (NCA), British Transport Police (BTP) or the Ministry of Defence Police (MODP), the chief officer/NCA/BTP/MODP must be able to show that the individual has acted in a way since their conviction that makes the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.

(h) Notification Order – this requires individuals convicted of qualifying sexual offences overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police in England and Wales may issue a notification order directly to an offender who is already in the UK or who is intending to come to the UK who has to notify within three days of receipt. Individuals have a right of appeal against notification.

(i) Sexual Risk Order (including any additional foreign travel restriction) –The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application by the police, NCA, BTP or MODP where an individual has committed an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

An SRO may prohibit the person from doing anything described in it, including travel overseas, or place positive obligations upon them. Any prohibition and/or obligation must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

An SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply. The person concerned is able to appeal against the making of the order and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of an SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.

Individuals made subject of an SRO are recorded on VISOR as a Potentially Dangerous Person (PDP).

(j) Lifetime notification requirements revoked on application – Qualifying

individuals may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain subject to notification requirements for life, if necessary.

Individuals will only become eligible to seek a review once they have been subject to indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles.

# MAPPA development

## Suffolk MAPPA duty to cooperate agency involvement Focus: Suffolk Adult Social Care

Suffolk SMB Business Plan continues to include the priority to Improve quality MAPPA. Ensuring there are strong relationships and attendance at MAPPA meetings supports best outcomes for the individual and protects our community. In the past 12 months Suffolk Adult Social Care's involvement with Suffolk MAPPA has gone from strength to strength.

Joanne Cartner, Head of Operations and Partnerships for Mental Health – SCC: In the last 12 months Suffolk Adult Social Care Mental Health Services has introduced and developed a Forensic Mental Health Lead Social Work role. One of the main purposes of this role was to support those people under MAPPA and to strengthen the relationship between MAPPA, probation, prison services and ASC ensuring those people we jointly work with receive the appropriate care and support they are eligible for. In practice this has meant that the forensic lead attends the relevant MAPPA meetings which has enabled all services to develop more understanding of the different roles we have in supporting people subject to MAPPA. The success of this role has been obvious for all systems as

evidenced by the positive outcomes we have achieved for the people we all jointly support.

Agencies views on how ACS has improved MAPPA:

"Multi-agency case management is imperative with some of the complex cases I have managed, working directly with ACS has meant that information has been effectively shared when needed and the joined up working we have achieved has enabled us to gain better outcomes for the people we work with." Lotty Bates, Probation Practitioner, Suffolk Probation. "I have found having a representative from ASC consistently present at the MAPPA meetings invaluable - it is easy to get lost in what services can be offered to our People on Probation and it is good to have a sounding board when someone presents with particularly complex issues." Alice Upson, Senior Probation Officer, Suffolk Probation

"A muti agency approach is crucial in supporting the management of high-risk offenders in the community. The addition of ACS at MAPPA meetings has been essential. It enables Police to make informed risk assessments and ensures that the correct support is put in place for offenders, reducing the risk of future harm to the public." Diane Peake, Public Protection Unit Supervisor.

"Suffolk MAPPA and Adult Social Care continue to plan partnership training events with Probation Service colleagues to continue to build relationships and improve practice to ensure best outcomes for all individuals not just those subject to MAPPA arrangements." **Pippa Hilton, MAPPA Coordinator.** 

### Suffolk MAPPA Lay Advisor

Lay Advisers make an important contribution to the oversight of MAPP arrangements as they act as critical friends, asking questions that may not occur to the professionals involved. In 2024 Suffolk MAPPA welcomed Howard Tidman as our new Lay Advisor.

"It is an honour to represent the public of Suffolk on Suffolk MAPPA". Howard Tidman, Lay Advisor

### Training with Suffolk MAPPA

Suffolk MAPPA continues to deliver local and regional training and awareness briefings. If you are interested in attending any of these events please contact eoeps.suffolk.mappa@justice.gov.uk

# How has your liaison been with Suffolk MAPPA?

Suffolk MAPPA would be really interested to hear your feedback on how we can continue to develop partnership working to manage risk.

If you are interested in any training or awareness events please contact Suffolk MAPPA

eoeps.suffolk.mappa@justice.gov.uk

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